

WASHINGTON, D. C. 20505

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Office of Legislative Counsel

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OLC 78-0254/a

Mr. David Sitrin  
Deputy Associate Director  
for National Security  
Office of Management and Budget  
Room 10001  
New Executive Office Building  
Washington, D. C. 20503

Dear Mr. Sitrin:

On 22 December 1977, Mr. Wayne Granquist, Associate Director, Management and Regulatory Policy, sent a memorandum to the Heads of Departments and Agencies on the subject of Congressional liaison. Attached was a questionnaire calling for certain information concerning Congressional liaison mission, functions, organization and staffing of the recipient agency.

While this study is not specifically aimed at CIA, we wish to be as responsive as possible within the confines of what we can say about these functions without revealing classified information. I am therefore enclosing our answers to the questionnaire along with some guidelines we use for Congressional liaison. I am sending this response to you for whatever further use OMB has of this material. I hope you will accept this as our response to Mr. Granquist's request and so inform him.

Sincerely,

  
Acting Legislative Counsel

Enclosures

Distribution:

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1 - OLC Subject  
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OLC:ELS:kjs (16 Jan 78)  
(Retyped;kjs 30 Jan 78)

(1) How many people within your department/agency are involved directly in Congressional liaison/relations work? How many are involved indirectly or in support capacities? Please draw necessary distinctions between full-time and part-time professional and support staff, actual numbers of people and staff/years, and other areas you consider important.

There are approximately 42 full time personnel assigned to the legislative liaison function. Thirty-two of these are in the Office of Legislative Counsel (OLC) which is the central staff responsible for all contact with Congress. There are four full time people in the Congressional Support Staff of the National Foreign Assessment Center who provide substantial expertise in the selection, preparation and presentation of oral and written briefings of finished intelligence to Congress. There are six full time personnel in the Operations Directorate who provide coordination of and classification screening to materials and information concerning Operations Directorate functions requested for or by Congress and who provide other services involving Congressional liaison.

We have no record of the total numbers of personnel who support Congressional relations on a part-time basis in addition to their regular assignments. We do know that recent Congressional interest in matters concerning CIA have required a substantial portion of the time of numerous employees in all parts of the CIA. This workload is unpredictable and irregular.

(2) Please describe the major work activities of the individuals included in (1) above. Try to provide as accurate an estimate as possible of the relative amounts of effort devoted to each major activity.

The major activities are as follows:

Servicing the needs of Congressional committees and Members concerned with regular intelligence oversight functions such as the budget authorization and appropriation processes, including travel of committee Members and staff.

Analyzing and making reports on bills introduced in Congress which may impact on the organization, procedures, operations or products of the CIA or the intelligence community. This includes formulating legislative programs for the President, and

providing substantive intelligence to non-oversight committees and Members of Congress where possible. This involves coordinating requests with information available, arranging for appropriate delivery and security, assisting in the formulation of DCI policy as to who can see what and when.

All of these functions overlap to some degree, and aside from stating that we know that four people in the Congressional Support Staff are working full time on providing substantive intelligence material and five people in OLC are working full time on legislative analysis, we cannot give an accurate estimate of how much time in total is spent on each function.

(3) Please provide a description of the types of people involved in your Congressional liaison/relations activity (e.g., categorize by career and non-career, years of experience, General Schedule or equivalent grades of employees, etc.)

We can only provide general answers to this question without getting into classified matters. In general the personnel who deal directly with the Congress are either lawyers (the Legislative Counsel's staff), intelligence officers or operations officers. A fair number of clerical employees are required to prepare documents and correspondence and to maintain the resulting records and files.

#### Organization for Congressional Liaison/Relations

(4) Please provide a table of organization or other clear diagram that shows:

- the internal organizational arrangements within the Congressional liaison/affairs activity, and
- the organizational relationship of Congressional liaison/relations to other agency units.

Here also organization charts requested would have to be classified. OLC is part of the overall function of the Office of Director of Central Intelligence and serves the Director of Central Intelligence in his capacities as head of the Central Intelligence Agency and as principal manager of the National Foreign Intelligence Program. This puts OLC into direct relationships with all of the major organizational elements of CIA and with all of the organizations which contribute to the National Foreign Intelligence Program. The internal organization of OLC consists of an Office of the Legislative Counsel supported

by three principal subordinate units; a Liaison Staff, a Legislation Staff and a Coordination and Review Staff.

(5) To what extent does the Congressional liaison/relations staff participate actively or in an observer role in program policy development and implementation? Please provide some examples, if possible. One aspect of participation that should be included in the description is the type and frequency of meetings at the policy and management levels.

The Legislative Counsel participates in every major program policy development in the CIA and in every such development which affects or impacts upon the Director of Central Intelligence. The Legislative Counsel attends the daily DCI staff meetings, accompanies the DCI to meetings with Congressional committees and Members and offers advice on a wide variety of matters ranging from the granting of security clearances to the presentation of substantive intelligence to Congress. The advice of the Legislative Counsel is sought by the DCI on all matters which may have an effect on the Congress, and this is indeed a wide and widening range of subjects. The Legislative Counsel also advises the DCI on matters affecting other intelligence agencies where there is Congressional interest.

(6) What procedural arrangements do you have to assure efficient functioning of the Congressional liaison/relations activity, including:

- tracking of mail for adequacy and timeliness of response;
- handling case work other than mail or telephone inquiries;
- assessing the volume of mail and other inquiries;
- tracking legislation and important Congressional developments; and
- evaluating the effectiveness of procedures, including feedback from Congressional officers?

There is an elaborate review system to ensure adequacy of responses and an equally elaborate weekly deadline review system which ensures constant attention to deadlines.

The review systems function on all matters whether generated by mail, telephone or internal assignments.

We make periodic counts of various types of workloads, but do not yet have a permanent accounting system in operation. We hope to have such a system in the near future.

As indicated above, there is a group of employees devoting full time to analyzing new bills. We believe we are adequately protected. We read far more bills than we are asked to report on, and to date we have been able to detect most proposed bills affecting the Director of Central Intelligence or the CIA.

We have not adequate manpower to be able to afford an effective, full time system of evaluating feedback from the Congress. We get along on what we hear in our daily dealings. We try to solicit views on past experiences and ways to improve future relations, but this is at best an irregular and uncertain procedure.

(7) What arrangements do you have to assure effective coordination within your agency between Congressional liaison/relations and other major units (e.g., General Counsel, Public Affairs, and major program offices)? Please describe similar arrangements for external coordination (e.g., other agencies, including the Executive Office of the President).

Internal CIA regulations require that this office be consulted on a wide variety of matters going to the DCI or to the Congress. (See attached Guidelines for Congressional Relations.)

Finally, we would appreciate a brief statement of your agency's view of the types of activities that should be included in a Congressional liaison/affairs organization. What would you like to be able to do to improve your agency's effectiveness in this area?

We doubt that there is much wisdom in attempting to establish a single definition of Congressional liaison to cover all Federal agencies. The liaison is in part established by the various Congressional forces dealing with each agency, and these are not always consistent.

In our own case, the growth of Congressional interest in intelligence, and the extension of the DCI's role in the intelligence functions of other agencies is causing a critical change in our own operations. We need to develop faster and better methods for serving the DCI in his expanding community role in a way which does not interfere with the legislative functions of other agencies who have other functions besides intelligence. And we need additional manpower to meet the expanding demands of Congress.

Attachment

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